



A REPORT  
TO THE  
MONTANA  
LEGISLATURE

PERFORMANCE AUDIT

# *State Printing of Public Documents*

*Publishing Policy Committee*

FEBRUARY 2010

LEGISLATIVE AUDIT  
DIVISION

09P-14

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Performance audits conducted by the Legislative Audit Division are designed to assess state government operations. From the audit work, a determination is made as to whether agencies and programs are accomplishing their purposes, and whether they can do so with greater efficiency and economy.

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Members of the performance audit staff hold degrees in disciplines appropriate to the audit process. Areas of expertise include business and public administration, journalism, accounting, economics, sociology, finance, political science, english, anthropology, computer science, education, international relations/security, and chemistry.

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## LEGISLATIVE AUDIT DIVISION

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Deputy Legislative Auditors  
James Gillett  
Angie Grove

February 2010

The Legislative Audit Committee  
of the Montana State Legislature:

This is our performance audit of State Printing of Public Documents. This report provides the legislature information about controls over state printing of public documents by state agencies. It includes recommendations for ensuring compliance with state laws regarding the printing of public documents.

We wish to express our appreciation to the Publishing Policy Committee, the Department of Administration, and state operated print shop personnel for their cooperation and assistance during the audit.

Respectfully submitted,

*/s/ Tori Hunthausen*

Tori Hunthausen, CPA  
Legislative Auditor



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## APPOINTED AND ADMINISTRATIVE OFFICIALS

**Publishing Policy Committee** Janet R. Kelly, Director, Department of Administration

David Ewer, Budget Director, Governor's Office of Budget and Program Planning

Jim Lynch, Director, Montana Department of Transportation



## REPORT SUMMARY

### State Printing of Public Documents

#### **State Printing Control Act**

The Publishing Policy Committee is not complying with its statutory responsibilities outlined in the State Printing Control Act; however, we found compensating controls exist over printing of public documents as intended by the act.

#### Audit Findings

According to the State Printing Control Act, the Publishing Policy Committee and Department of Administration (DOA) have statutory responsibilities overseeing state printing of public documents. Audit work found the Publishing Policy Committee is inactive. Therefore, our audit work addressed whether compensating controls exist without the oversight of the committee, and whether printing practices for public documents comply with the State Printing Control Act.

Our audit work determined the Publishing Policy Committee is not complying with its statutory responsibilities as outlined in the State Printing Control Act. However, audit work also found compensating controls over printing of public documents as intended by the act. For example, DOA has developed standards for contracting printing to commercial vendors that are in accordance with statute, and has also developed policies for agencies to submit print requests to their centralized printing facility. We also determined agency supervisors are reviewing print requests prior to agency staff submitting them to print shops. Print shop staff also suggests cost savings tips for print requests when they can be completed in a more cost-effective manner.

**Publications Containing Cost Disclosures**

Agency	# Of Publication	# Of Publications With a Cost Disclosure	% Of Publications With a Cost Disclosure	# of Publications With a Circulation Estimate	% of Publications With a Circulation Estimate
A	10	1	10%	0	0%
B	10	6	60%	6	60%
C	10	8	80%	0	0%
D	10	5	50%	3	30%
E	10	4	40%	0	0%
<b>Total</b>	<b>50</b>	<b>24</b>	<b>48%</b>	<b>9</b>	<b>18%</b>

**Source:** Compiled by the Legislative Audit Division from a sample of agency publications.

While our audit work did identify compensating controls over state printing of public documents, we also determined some issues regarding compliance with state law. Section 18-7-306, MCA, requires public documents contain a cost disclosure on the cover. According to statute, the cost disclosure should include both an estimate for the printing of the document, and for the circulation of the document. As part of our audit work we conducted a random sample of state agency publications in order to determine if cost disclosures are included on the cover of public documents. The chart illustrates the results of state agency publications that contained cost disclosures, and whether the cost disclosures included estimates for circulation costs as required by state law. As the chart indicates, only 48 percent of the publications reviewed contained a cost disclosure on the cover. Additionally, only 18 percent of the publications included a circulation estimate in the disclosure.

## **Audit Recommendations**

Audit recommendations address clarifying statutory language in the State Printing Control Act in order to ensure compliance with state law. Two recommendations were made to the Publishing Policy Committee since it has oversight responsibility for printing public documents. Recommendations include:

- ◆ The Publishing Policy Committee seek legislation to clarify responsibility for ensuring cost disclosures, including circulation estimates, are included on all public documents as provided in §18-7-306, MCA.
- ◆ The Publishing Policy Committee re-evaluate their responsibilities over printing public documents, and if necessary, seek legislation to clarify the State Printing Control Act.

# Chapter I – Introduction

## Introduction

In past legislative sessions, some legislators questioned whether public documents complied with statutory printing requirements, such as issuing cost disclosures on public documents. Initial work conducted for a legislative request determined further audit work should also be conducted to assess the role of the Publishing Policy Committee. Based on this work, the Legislative Auditor prioritized a performance audit of state printing practices.

## Audit Objectives

We developed the following objectives:

- ◆ Determine if controls exist over state printing practices for public documents.
- ◆ Determine if printing practices for public documents comply with the State Printing Control Act.

## Audit Scope and Methodologies

Audit scope focused on state printing practices of public documents and compliance with statutes when managing printing. Audit work evaluated the role of the Publishing Policy Committee, the review and approval of printed public documents, and if cost disclosures are included on public documents as required by state law. We tested controls for state print shops located at the Montana Department of Transportation (MDT), Department of Fish, Wildlife and Parks (FWP), and the Department of Administration (DOA). We also tested DOA's compliance with statutes when contracting printing services to commercial vendors. In order to accomplish our audit objective we completed the following methodologies:

- ◆ Reviewed laws, rules, policies, and procedures applicable to state printing.
- ◆ Interviewed DOA, MDT, and FWP print shop staff and other state agency staff regarding printing procedures.
- ◆ Interviewed Publishing Policy Committee members.
- ◆ Examined state government printing procedures in other states.
- ◆ Reviewed a random sample of 23 DOA print requests submitted in 2009 by state agencies to determine if there is a review and approval process.
- ◆ Reviewed a random sample of 33 DOA commercial vendor contracts submitted in 2009 for printing services to determine if DOA is in compliance with state law.
- ◆ Evaluated a random sample of state agency publications from five state agencies to determine if the publications contained cost disclosures.
- ◆ Examined printing trends for state agencies.

## **Report Organization**

The report contains four chapters. Chapter II provides background information about the roles of the Publishing Policy Committee, DOA, and agency print shops in state printing practices, and the respective state laws applicable to state printing of public documents. Chapter III provides information and presents conclusions and recommendations related to controls over state printing of public documents. Chapter IV provides information and presents recommendations related to compliance with the State Printing Control Act.

## Chapter II – Background

### Introduction

This chapter provides an overview of the Publishing Policy Committee's duties, as outlined in state law, the Department of Administration's (DOA) role in state printing practices, and a brief overview of agency print shop facilities.

### Publishing Policy Committee

Before 1979, agencies had the ability to publish and print public documents with limited restraints or reporting requirements. In order to better control the cost of state agency printing of public documents, the 1979 Legislature enacted §2-15-1017, MCA, establishing the Publishing Policy Committee. By statute, the committee consists of the governor's budget director, the director of DOA, and a director of a state department designated by the governor. Section 18-7-303, MCA, outlines the duties of the Publishing Policy Committee. According to statute, the committee shall:

- ◆ Adopt standards for the efficient and economical publication of public documents.
- ◆ Review proposals for publishing of all public documents prior to the publication to determine if the publication is necessary, and meets the standards of efficient and economical publication.
- ◆ At its discretion, prepare a report to the legislature, detailing the savings to state government.

Section 18-7-305, MCA, also indicates that no state agency of state government may use public funds to print or cause to be printed any public document except with the approval of the committee. Additionally, §18-7-306, MCA, requires all public documents contain a cost disclosure on the cover of the document in order to inform the public of the cost to produce the publication. However, §18-7-302, MCA, exempts some documents from Publishing Policy Committee review and other printing requirements. These include reports of the legislative auditor, educational materials, state laws and administrative rules, and regular periodicals sold to the public through newsstand sales or subscriptions.

### Department of Administration

In addition, some printing responsibilities were centralized in 1982 through the DOA Publications and Graphics Bureau. Section 18-7-304, MCA, states that DOA may prepare recommended standards for state printing of public documents. Our audit work noted DOA did develop standards which are outlined in the Montana Operations Manual for purchasing print services from DOA. The Print and Mail

Services Bureau in the General Services Division of DOA is the entity responsible for operating print services for the state. In order to complete state print services, Print and Mail Services Bureau oversees three quick copy centers, a data print center, and a centralized duplicating facility, which are all located in Helena. The centralized duplicating facility has the ability to perform desktop design, duplicating, bindery, displays and posters, color photocopy, and mail preparation. In order to aid Print and Mail Services Bureau customers with how to request these services and the procedure for doing so, they developed a desk manual for customers that provides an overview of the process.

DOA also has the exclusive power to contract all printing for any purpose used by the state. Almost 70 percent of DOA's Print and Mail Services Bureau printing expenditures are procured commercially. Print and Mail Services Bureau decides to complete the print request either at their facility or procure the service commercially by examining the complexity, delivery, and cost of the print request.

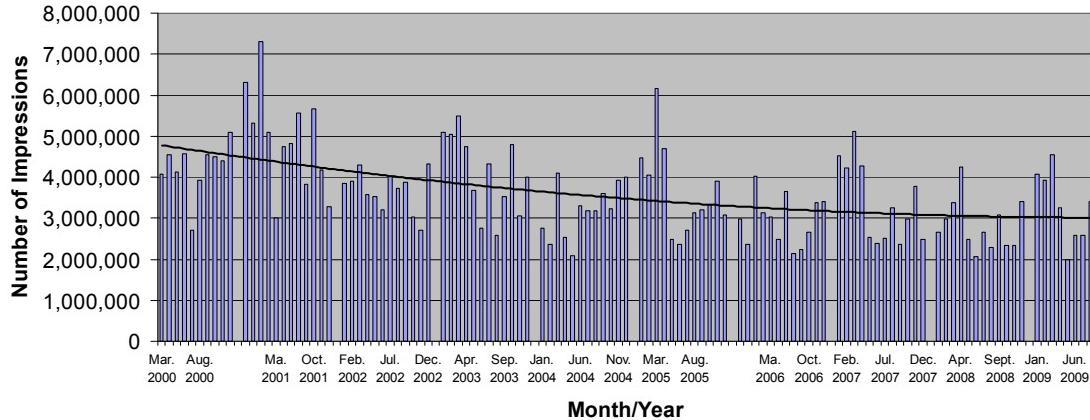
### **Other State Agency Printing Facilities**

In addition to the Print and Mail Services Bureau centralized duplicating facility, there are two agency print shops responsible for providing print services to agency staff. These include the Montana Department of Transportation (MDT) and Fish, Wildlife and Parks (FWP). The MDT print shop offers print services for desktop design, duplicating, bindery, display and posters, and color photocopies and is located in the main department building in Helena. The FWP print shop is relatively small and generally only offers duplicating and color photocopy services, and is also located in Helena. If print services cannot be provided to either MDT or FWP staff through use of their own agency print shop, then the request is forwarded to Print and Mail Services Bureau within DOA.

### **State Government Printing Trends**

As part of our audit work we reviewed print shop data to determine if print shops are printing more or less than the previous years. According to information provided by DOA Print and Mail Services personnel, there has been a general decrease in the amount of printing at their print shop for both internal and public documents. The following figure illustrates Print and Mail Services Bureau monthly printing activities by the amount of impressions duplicated since March 2000. An impression is defined as a single page containing an imprint. There can be two impressions per sheet of paper if both sides of the paper contain imprints.

Figure 1  
**Impression Printing Trends**  
 March 2000–June 2009



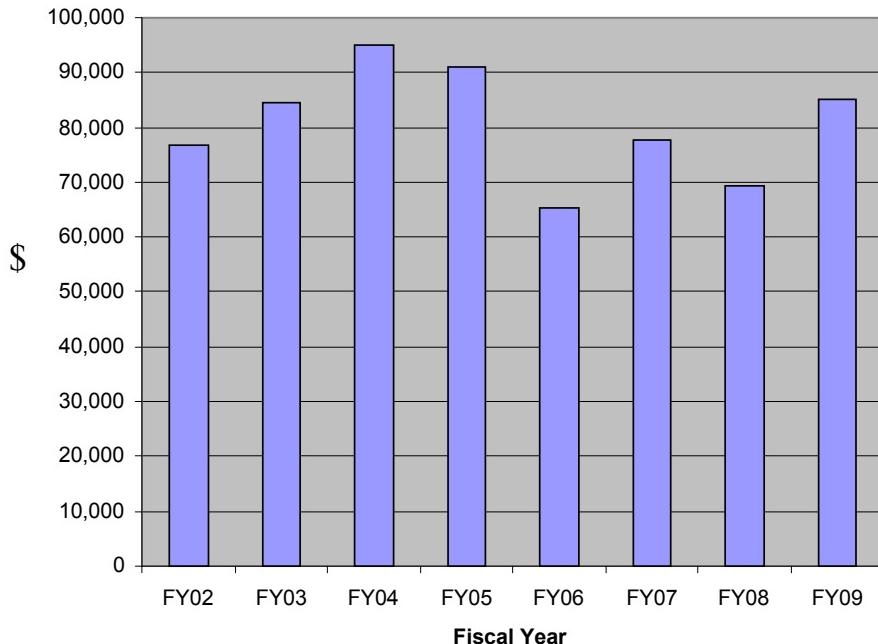
**Source:** Compiled by the Legislative Audit Division from information provided by Print and Mail Services Bureau.

As Figure 1 indicates, there is a decreasing trend in the number of impressions state agencies are printing. For example, in 2000 the average number of impressions printed per month was 4,246,076, while in 2008 the average number per month was 2,825,137. As illustrated, there are increases in printing activities at certain times every two years. These increases represent legislative session spikes where printing was elevated due to publication material printed during legislative sessions. During our audit work, DOA officials indicated the amount of impressions printed has decreased since printing was centralized through DOA. Additionally, state agency officials stated they have reduced the amount of publications they print because they rely more on providing publications electronically as an alternative method of providing information to the public. Presently the statute does not direct responsibilities over public documents published through electronic means.

### **FWP Print Shop Trend for Printing Services**

FWP tracks the amount of their print services by the print income they collect annually. The income is generated when the FWP print shop charges specific programs for their print services. The following figure represents FWP print shop income from fiscal year 2002 to fiscal year 2009.

Figure 2  
**Fish, Wildlife and Parks Print Income**  
FY2000–FY2009

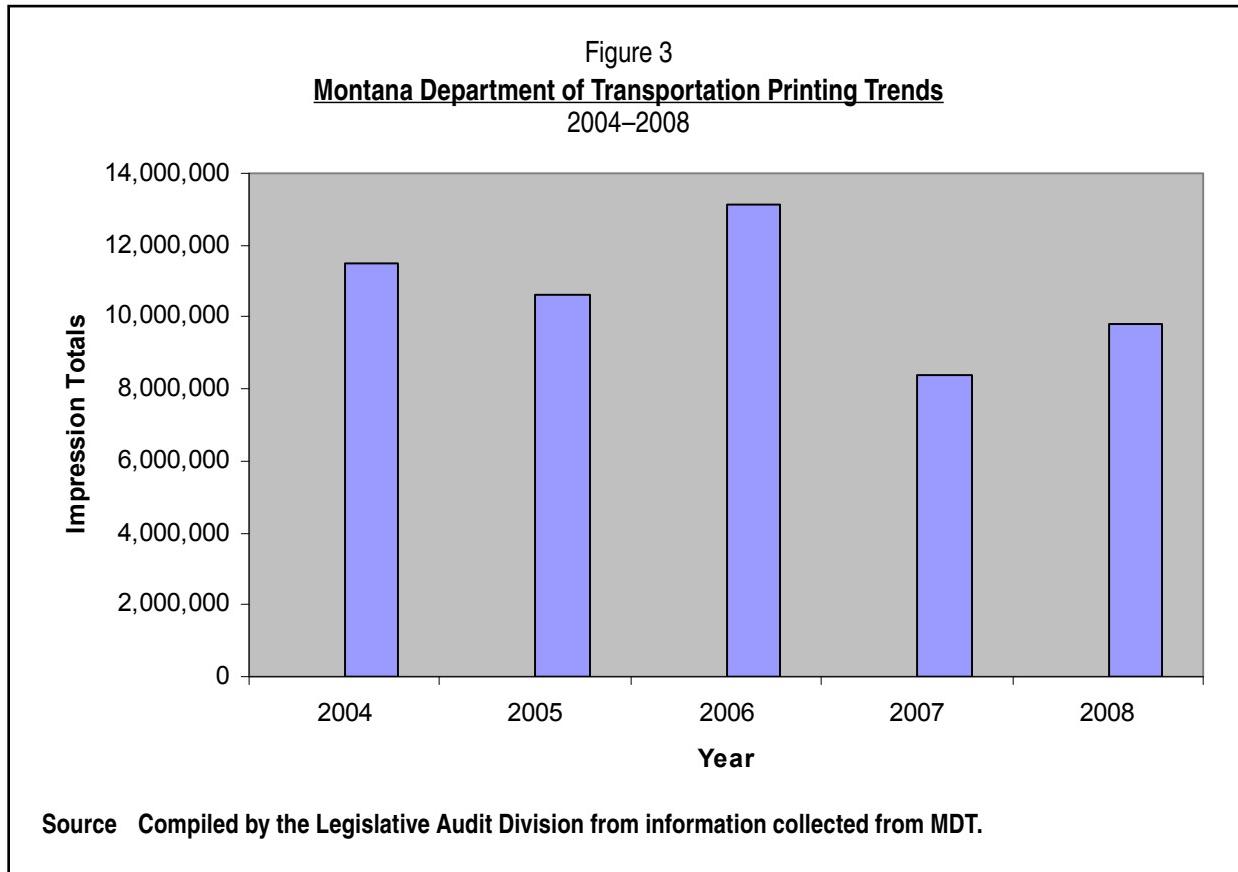


Source: Compiled by the Legislative Audit Division from information collected from FWP.

As shown in Figure 2, print income ranged from a low of \$65,462 in fiscal year 2006 to a high of \$95,167 in fiscal year 2004. Some of the increases in print income can be attributed to legislative session spikes.

### **MDT Print Shop Trend for Printing Services**

MDT tracks the amount of print services they complete by counting the amount of impressions duplicated. The following figure illustrates the amount of impressions they duplicated from 2004 through 2008.



The amount of print services completed at FWP and MDT print shops has seen some fluctuations over several years. By comparison DOA has seen a decrease in the amount of impressions they duplicate for all state agencies. Agency and print shop staff attribute some of the decrease in printing to the use of electronic distribution of published documents.

### **Cost Containment Still Important**

Cost containment for printing public documents is still important in state government. For example, the governors office recently announced the state would not be printing a new state phone book for 2010 and the state would instead use the 2010 on-line directory. The total cost listed to print and distribute the phone book in 2009 was \$23,000.



# Chapter III – Controls Over State Printing of Public Documents

## **Introduction**

This chapter discusses controls over state printing of public documents. As determined by our audit work, Department of Administration (DOA) and state agencies have developed controls for the publication of public documents. Our audit work noted state agency supervisors review and approve print requests, print shop staff recommend cost-effective changes, and DOA has developed standards for printing public documents.

## **Review and Approval of State Agency Print Requests**

Interviews with agency staff during our audit work indicated agency supervisors review and approve public documents before they are sent to one of the three state-operated print facilities. Generally agency staff submits public documents to print by submitting a print request to the respective print shop. How agency staff submits print requests to the print shop varies depending on the print shop. For example, if a Montana Department of Transportation (MDT) employee submits a print request to the MDT print shop, they must use the computer program that is designed for print requests. The MDT print shop will not accept any print requests that are not generated by their print request computer program. The Fish, Wildlife and Parks (FWP) print shop has created a small paper request form, but will also take requests by phone or e-mail. The Print and Mail Services Bureau has a request form, but also take requests either by phone or e-mail.

During our audit we reviewed a sample of 23 completed Print and Mail Services Bureau print requests to verify if a review and approval process was occurring at the agency level prior to being sent to Print and Mail Services Bureau. We followed up with seven of the agency staff responsible for sending the print requests, and determined regardless of the method for requesting the print service, agency staff stated the print requests were reviewed and approved prior to being sent to print.

Print shop and agency staff indicated print shop staff also review print requests to determine if the print request can be altered to be completed in a more cost-effective manner. While reviewing our print request sample, we found documentation verifying this interaction is taking place between agency and print shop staff.

**CONCLUSION**

*Audit work found public documents are approved by supervisors at the agency level prior to being submitted for print, and print shop staff suggest cost effective changes to agency staff when printing documents.*

---

**Standards for State Printing of Public Documents**

In accordance with §18-7-304, MCA, Department of Administration has developed standards for printing public documents. These standards are outlined in the Montana Operations Manual. Additionally, Print and Mail Services Bureau developed a manual that highlights procedures for agency staff to submit print requests to Print and Mail Services.

DOA also has exclusive power to contract for all state printing. DOA has developed standards for contracting printing to commercial vendors that are in accordance with statute. Print and Mail Services Bureau determines whether to produce internally or procure commercially based on complexity, delivery, and cost. If Print and Mail Services Bureau decides to procure commercially they must receive a minimum of three bids for print requests estimated to be over \$5,001. During our audit work we reviewed a random sample of 33 DOA commercially-contracted print services in order to determine if DOA complies with state law during the procurement process. From the 33 commercial print services that were contracted, all services were procured according to §18-7-107, MCA.

**CONCLUSION**

*Audit work indicated DOA is in compliance with §18-7-107, MCA, for contracting for printing.*

---

**Controls in Place Over State Printing of Public Documents**

As determined by our audit work, there are controls in place over printing public documents. However, during our testing of controls, we identified issues related to compliance with the State Printing Control Act. Compliance with the act is needed to assure accountability for printing public documents. These issues are discussed further in the next chapter.

## Chapter IV – Compliance With the State Printing Control Act

### **Introduction**

This chapter discusses compliance of the State Printing Control Act as outlined in statute. Our audit work noted compliance issues related to the Act. Specifically, we noted not all public documents comply with state law in regards to including cost disclosures, and the Public Publishing Policy Committee's role has not developed as outlined in statutes. The following sections discuss these issues in more detail.

### **Cost Disclosures Are Not Always on Public Documents**

According to §18-7-306, MCA, “all public documents caused to be printed by any state agency must contain a cost disclosure on the exterior cover stating... copies of this public document were published at an estimated cost of \$... per copy, for a total cost of \$..., which includes \$... for printing and \$... for distribution. This statement shall be printed in the same size type as the body copy of the document and shall be set in a box composed of a 1 point rule. If the committee determines that the cost of publication cannot be reasonably estimated at the time of publication, the publications shall contain the following statement on the exterior cover in lieu of the statement concerning estimated cost: This document printed at state expense. Information on the cost of publication can be obtained by writing department of administration, Helena, Montana.” According to legislative meeting minutes, the reason the cost disclosure law was enacted in 1979 was to make agencies cognizant of the cost involved when printing and distributing public documents.

In order to determine if cost disclosures are included on the exterior cover of public documents we reviewed a sample of 50 publications from five different state agencies. None of the publications reviewed were exempt from the disclosure statute, therefore all publications should have had a cost disclosure included. The publications reviewed were printed at state-operated print facilities or by contracted-commercial vendors. The following table represents the findings of our review.

**Table 1**  
**Publications Containing Cost Disclosures**

Agency	# Of Publication	# Of Publications With a Cost Disclosure	% Of Publications With a Cost Disclosure	# of Publications With a Circulation Estimate	% of Publications With a Circulation Estimate
A	10	1	10%	0	0%
B	10	6	60%	6	60%
C	10	8	80%	0	0%
D	10	5	50%	3	30%
E	10	4	40%	0	0%
<b>Total</b>	<b>50</b>	<b>24</b>	<b>48%</b>	<b>9</b>	<b>18%</b>

**Source:** Compiled by the Legislative Audit Division from a sample of agency publications.

The sample indicated only 48 percent of the publications reviewed had cost disclosures on their covers. Additionally, only 18 percent of the publications included circulation estimates. Therefore, state agencies are not always publicly disclosing how much it costs to publish a document. During our audit work, agency and print shop staff indicated they are unclear who is responsible for including the cost disclosure on the cover of public documents. For example, print shop staff believe it is the responsibility of state agencies to submit the cost disclosure with the print request. As indicated in §18-7-303, MCA, it is the responsibility of the Publishing Policy Committee to adopt standards for the efficient and economical publication of public documents. However, §18-7-306, MCA, does not clearly state whether this committee or state agencies are responsible for ensuring cost disclosures are included on public documents.

#### **RECOMMENDATION #1**

*We recommend the Publishing Policy Committee seek legislation to clarify responsibility for ensuring cost disclosures, including circulation estimates, are included on all public documents as provided in §18-7-306, MCA.*

### **The Publishing Policy Committee**

The Publishing Policy Committee consists of the governor's budget director, director of administration, and a director of a state department designated by the governor, which at this time is the Montana Department of Transportation. Based on records obtained during the audit the committee has not met since 1981.

According to §18-7-305, MCA, no agency of state government may use public funds to print or cause to be printed any public document except with the approval of the committee. The current committee members indicated they do not perform the statutory responsibilities because they feel it is impractical for a committee of three members to review all state agency publications prior to print. In addition, committee members indicated they do not have the expertise in printing practices to determine what constitutes efficient and economical printing of public documents. These are similar concerns addressed by the Publishing Policy Committee in 1981 in a report to the Montana legislature.

During our audit work we found other states that have a centralized oversight process over printing of public documents. However, state laws in these states do not necessarily require the review of all printing proposals for public documents. For example, the state of Washington assigns the director of the Office of Financial Management with the duties of selectively reviewing a sample of state publications annually in order to determine if specific state publications are effectively contributing to the accomplishment of a state agency program objective rather than examine all documents. We also found the duties of the Publishing Policy Committee are not unique to Montana state government. For example, the Montana's Records Management Committee is comprised of elected officials and has representatives from several state agencies. Each committee member may designate a representative to conduct these assigned duties. The committee is responsible for meeting on a quarterly basis and developing guidelines for inventorying, cataloging, and retaining official records.

While our audit work did identify the possibility for some level of centralized oversight of public documents to occur, we also found other controls exist over state printing of public documents. These controls include supervisory review and approval of print requests for public documents, consultations between print shop staff and agency staff regarding efficient ways to print documents, and guidelines for printing public documents which were prepared by the Department of Administration. These controls have resulted in a more efficient approach to printing public documents and generally meets the intent of the State Printing Control Act.

However, we also determined the Publishing Policy Committee is not complying with its statutory responsibilities to review proposals for publishing of all public documents, nor have the committee members met for 28 years. This lack of oversight has resulted in areas of noncompliance, including: ensuring cost disclosures are on all public documents. Responsibility and clarification in the statute could readily address these areas. As the committee revisits their role in these two areas it could also revisit all their statutory responsibilities to more clearly align with the intent of the State Printing Control Act and still meet the accountability of the act.

**RECOMMENDATION #2**

*We recommend the Publishing Policy Committee re-evaluate their responsibilities over printing public documents, and if necessary, seek legislation to clarify the State Printing Control Act.*

PUBLISHING POLICY  
COMMITTEE

COMMITTEE RESPONSE



DEPARTMENT OF ADMINISTRATION  
DIRECTOR'S OFFICE

A-1



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February 17, 2010

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FEB 17 2010

LEGISLATIVE AUDIT DIV.

RE: Performance Audit #09P-14: State Printing of Public Documents

Dear Ms. Hunthausen:

The Publishing Policy Committee has reviewed Performance Audit #09P-14: State Printing of Public Documents. Our response to the recommendations is below.

**Recommendation #1**

We recommend the Publishing Policy Committee seek legislation to clarify responsibility for ensuring cost disclosures, including circulation estimates, are included on all public documents as provided in 18-7-306, MCA.

**Response:** Concur. The Publishing Policy Committee will seek legislation to clarify the responsibility for ensuring cost disclosures as provided in 18-7-306, MCA

**Recommendation #2**

We recommend the Publishing Policy Committee re-evaluate their responsibilities over printing public documents, and if necessary, seek legislation to clarify the State Printing Control Act.

**Response:** Concur. The Publishing Policy Committee will seek legislation to clarify the Printing Control Act.

The Committee wants to thank you and your staff for their hard work and careful examination during this audit.

The Committee's Corrective Action Plan (CAP) is enclosed.

Sincerely,

  
Janet R. Kelly, Director  
Department of Administration  
On behalf of the Publishing Policy Committee

Enclosure

**Preliminary Response**  
**Corrective Action Plan (CAP): Audit Report #09P-14**  
**State Printing of Public Documents**  
**Publishing Policy Committee**  
**February 17, 2010**

Agency	Recommendation #	Does this affect a federal program?	CFDA # (if previous YES)	Management View	CAP – Corrective Action Plan	Person responsible for CAP	Target Date
61010 DOA	<b>Recommendation #1</b> We recommend the Publishing Policy Committee seek legislation to clarify responsibility for ensuring cost disclosures, including circulation estimates, are included on all public documents as provided in 18-7-306, MCA	No		Concur	The Publishing Policy Committee will seek legislation to clarify the responsibility for ensuring cost disclosures as provided in 18-7-306, MCA.	Janet R. Kelly	12/31/11
61010 DOA	<b>Recommendation #2</b> We recommend the Publishing Policy Committee re-evaluate their responsibilities over printing public documents, and if necessary, seek legislation to clarify the State Printing Control Act.	No		Concur	The Publishing Policy Committee will seek legislation to clarify the Printing Control Act.	Janet R. Kelly	12/31/11